

## Reserve Component Field-Grade Officer Preparation for Natural Disaster Relief

by

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Class of 2013

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REPORT DOCUMENTATION PAGE				Form Approved OMB No. 0704-0188	
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1. REPORT DATE (DD-MM-YYYY) xx-03-2013		2. REPORT TYPE STRATEGY RESEARCH PROJECT		3. DATES COVERED (From - To)	
4. TITLE AND SUBTITLE Reserve Component Field-Grade Officer Preparation for Natural Disaster Relief				5a. CONTRACT NUMBER	
				5b. GRANT NUMBER	
				5c. PROGRAM ELEMENT NUMBER	
6. AUTHOR(S) Mr. Edward L. P. Shepherd Department of the Army Civilian				5d. PROJECT NUMBER	
				5e. TASK NUMBER	
				5f. WORK UNIT NUMBER	
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) Colonel James D. Scudieri Department of Military Strategy, Planning, and Operations				8. PERFORMING ORGANIZATION REPORT NUMBER	
9. SPONSORING/MONITORING AGENCY NAME(S) AND ADDRESS(ES) U.S. Army War College 122 Forbes Avenue Carlisle, PA 17013				10. SPONSOR/MONITOR'S ACRONYM(S)	
				11. SPONSOR/MONITOR'S REPORT NUMBER(S)	
12. DISTRIBUTION / AVAILABILITY STATEMENT Distribution A: Approved for Public Release. Distribution is Unlimited.					
13. SUPPLEMENTARY NOTES Word Count: 5328					
14. ABSTRACT <p>The primary role of DoD is to provide military forces that are prepared to maintain the security of the Nation. A portion of the Army mission is the ability to support civilian authorities during domestic natural disasters. The RC, led by field-grade officers, is the backbone of Army support to civilian authorities. A majority of RC field grade officers receive their culminating formal military education in ILE-CC. The ILE-CC curriculum should include additional DSCA content given that forecasts and trends indicate the increased likelihood of destructive storms in the U.S., which will overwhelm the capabilities of local leaders, necessitating a military response. Preparing field-grade officers for DSCA as part of their professional military education improves the coordination with civilian authorities in the wake of natural disasters. Field-grade officers prepared to employ the unique capabilities of the RC will prove to be vital to the nation's resiliency.</p>					
15. SUBJECT TERMS Defense Support of Civil Authorities, Army Reserve, Army National Guard					
16. SECURITY CLASSIFICATION OF:			17. LIMITATION OF ABSTRACT  UU	18. NUMBER OF PAGES  32	19a. NAME OF RESPONSIBLE PERSON
a. REPORT UU	b. ABSTRACT UU	c. THIS PAGE UU			19b. TELEPHONE NUMBER (Include area code)



# USAWC STRATEGY RESEARCH PROJECT

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## **Abstract**

Title: Reserve Component Field-Grade Officer Preparation for Natural Disaster Relief

Report Date: March 2013

Page Count: 32

Word Count: 5328

Key Terms: Defense Support of Civil Authorities, Army Reserve, Army National Guard

Classification: Unclassified

The primary role of DoD is to provide military forces that are prepared to maintain the security of the Nation. A portion of the Army mission is the ability to support civilian authorities during domestic natural disasters. The RC, led by field-grade officers, is the backbone of Army support to civilian authorities. A majority of RC field grade officers receive their culminating formal military education in ILE-CC. The ILE-CC curriculum should include additional DSCA content given that forecasts and trends indicate the increased likelihood of destructive storms in the U.S., which will overwhelm the capabilities of local leaders, necessitating a military response. Preparing field-grade officers for DSCA as part of their professional military education improves the coordination with civilian authorities in the wake of natural disasters. Field-grade officers prepared to employ the unique capabilities of the RC will prove to be vital to the nation's resiliency.





## **Reserve Component Field-Grade Officer Preparation for Natural Disaster Relief**

The primary role of the Department of Defense (DoD) is to furnish military forces that are prepared to maintain the security of the Nation.<sup>1</sup> The responsibility to secure the Nation includes both combat and noncombat operations. The military has many unique capabilities and is well-suited to conduct an array of tasks in austere conditions. Those tasks include maintaining communication, providing transportation, engineering, health care, hazardous material disposition, and other sustainment activities on a large scale. Although not the primary task of U.S. armed forces, civil support operations “are a vital aspect of the Army’s service to the nation.”<sup>2</sup> The U.S. government has called upon the military to use its capabilities in various domestic operations since the signing of the U.S. Constitution under what is now known as Defense Support of Civil Authorities (DSCA).

DSCA is defined as “Support provided by U.S. Federal military forces, DoD civilians, DoD contract personnel, DoD Component assets, and National Guard forces (when the Secretary of Defense, in coordination with the Governors of the affected States, elects and requests to use those forces in title 32, U.S.C., status) in response to requests for assistance from civil authorities for domestic emergencies, law enforcement support, and other domestic activities, or from qualifying entities for special events. Also known as civil support.”<sup>3</sup>

The range of DSCA missions is large and the paper will focus specifically on military reinforcement to domestic constabularies dealing with natural disasters. Natural disasters include earthquakes, floods, hurricanes, tornadoes, fires, and winter storms.<sup>4</sup> Military forces assist local first-responders during domestic disaster-relief operations. Army and Air National Guard troops constitute the primary military aid to local constabulary in most cases. However, the 2012 National Defense Authorization Act (NDAA) allows Army Reserve, Air Force Reserve, Marine Corps Reserve, and Navy Reserve forces to render

aid during domestic disaster relief operations as well.<sup>5</sup> For the remainder of this paper the term “Reserve Component” refers to Army National Guard (ARNG) and United States Army Reserve (USAR) forces only.

Reserve Component (RC) field-grade officers lead or serve within units that proffer the majority of military relief during disaster relief operations. All RC field-grade officers attend Intermediate Level Education-Common Core (ILE-CC) as part of their professional development. This paper assesses the ILE-CC curriculum in order to make recommendations to enhance RC field-grade officer understanding of support to civilian first-responders during domestic natural disasters.

### A Brief History of Domestic Military Disaster Assistance

Before examining the ILE-CC curriculum a review of historical applications of the U.S. military to support in the homeland is worthwhile. The Founding Fathers carefully crafted the Constitution to avoid a large standing army. America was establishing itself and had a small government which was leery of standing military power. Congress and most of the citizenry in America viewed a large, standing army as a dangerous threat.

The U.S. standing army in the late eighteenth century was small and widely distributed. The army had very limited resources which challenged its ability to carry out its primary mission to defend forts. The small, dispersed army had little capability to travel to the scene of disasters in time to have any impact.<sup>6</sup> Moreover, had troops assigned to remote forts been ordered to leave to support domestic disasters, the forts would have been vulnerable to Indian attacks.

The military delivered domestic support to the nation in various capacities during the first half of the nineteenth century. America was expanding its infrastructure and military institutions such as the U.S. Military Academy at West Point produced highly-

sought engineers. Military engineers supported civil-works projects such as recording the daily weather in the War of 1812 or surveying the Ohio and Mississippi Rivers in 1824.<sup>7</sup> The latter part of the nineteenth century saw an increase in military disaster-relief operations. Between 1868 and 1898 the military delivered succor on seventeen occasions involving fires, epidemics, floods, storms, tornadoes, and a locust plague.<sup>8</sup>

#### Legality of Military Domestic Disaster Assistance

No legislation concerning the employment of military forces for disaster relief existed prior to the twentieth century. The Constitution necessitated local and state governments to seek Congressional approval for military disaster relief. Congress cautiously approved state requests since the Constitution placed domestic issues within the purview of the states.

The Federal Relief Act of 1950 was the next legal milestone in the evolution of military assistance following catastrophe. This Act funded and synchronized federal responses to national tragedies. In addition to other provisions the Act allowed Presidential declaration of federal disaster areas independent of Congressional approval. The Act authorized the Federal government to respond legally to domestic disasters for the first time.<sup>9</sup>

#### Establishment of Department of Homeland Security and U.S. Northern Command

Although the federal government could now legally respond to emergencies no single entity was responsible for relief coordination. In 1979 the National Governors Association requested that the President centralize emergency management under a single agency.<sup>10</sup> The Federal Emergency Management Agency (FEMA) was established in 1979 to consolidate federal disaster-relief responsibilities. State officials coordinate with one of the ten Defense Coordinating Officers (DCO) to request federal military

support. DCOs work in FEMA regional offices to synchronize DoD and interagency responses for all types of joint capabilities. FEMA became a part of Department of Homeland Security in March 2003. Although FEMA now had lead Federal responsibility, there was still no military unity of command for relief efforts. President George W. Bush announced the establishment of U.S. Northern Command (USNORTHCOM) in April 2002. USNORTHCOM consolidates homeland defense and civil support missions which multiple DoD organizations previously performed.<sup>11</sup>

### Likelihood of More Frequent Natural Disasters

The growing trend of Americans living near coasts, in urban areas, or both is likely to expose more people to natural disasters in the future. Climatic fluctuations will expose the Eastern Seaboard to more frequent, stronger storms like Hurricane Sandy in October 2012.<sup>12</sup> The U.S. population exploded between 1900 and 2000.<sup>13</sup> Much of the population's growth occurred in or near coastal areas. While coastal areas comprise only one-fifth of the land area within the contiguous U.S., they contain over half of the country's population. Large migration toward coastal zones increases development which eliminates or destroys buffer zones including mangroves, trees and sand dunes.<sup>14</sup> Crowded coastal areas expose more people to the effects of tropical cyclone events including hurricanes that make landfall.<sup>15</sup> The combination of large numbers of people near the coast and the elimination of buffer zones greatly increases the likelihood of casualty-producing weather events in the future.

Additionally, National Weather Service's (NWS) hurricane preparedness officials perceive that Americans think that there will not be significant loss of life in future storms due to advances in technology. Excessive faith of the citizenry on technology could lead

to their failure to prepare for tropical storms and hurricanes, resulting in increases in the numbers of displaced citizens and loss of life.<sup>16</sup>

### Strategic Direction

Defending the homeland and providing succor to civil governments are among the top ten missions for the Joint Force of 2020. The numbers of DSCA operations are increasing. Nearly eleven thousand National Guard troops were mobilized in the aftermath of Midwestern tornadoes in 2011 and hurricane relief in the Northeast alone.<sup>17</sup> Nearly six thousand RC forces supported the relief effort for Hurricane Sandy which struck the northeastern U.S. in October 2012.<sup>18</sup>

A guiding principle for the Joint Force of 2020 is to examine the mix of Active Component (AC) and Reserve Component forces. Budgetary guidance indicates a reduction in the overall number of AC forces while keeping RC end-strength relatively the same. Faced with a smaller active force, the nation will more heavily depend on a capable and ready RC for disaster-relief.<sup>19</sup>

DoD has an obligation to train and educate all of its forces to maintain mission readiness. During the last ten years of war Army institutions have fielded tremendously capable forces. However, during this same period the Army operated under a significantly larger budget. Extremely limited budgets will become the norm in the future and the challenge will be to produce a trained force that creates “readiness at best value.” Historically, limited military spending has more significantly impacted the Generating Force, which has less priority than the Operating Force. Proportionally, declining defense budgets do not relieve the Army of its responsibility to maintain a capable, professional, and modernized military force that assures national security.<sup>20</sup>

The Army is a respected institution due to its positive relationship with the American people. The high regard with which the American people hold the U.S. Army stems from mutual trust.<sup>21</sup> As part of that trust the people of the U.S. expect and the Army is obligated to deliver military officers who are professionally educated to lead in operations across the spectrum of conflict.<sup>22</sup>

## ILE-CC

Army officers continuously train throughout their careers in various venues. All RC field-grade officers are educated in the art and science of the profession of arms in support of operational requirements at the Command and General Staff College (CGSC).<sup>23</sup> CGSC offers several courses to facilitate the leader development and education of Army field-grade officers. ILE is a two-part curriculum that consists of a common core (CC) and an Advanced Operations Course (AOC). All Army officers must complete the CC portion only to achieve military education level (MEL) 4.<sup>24</sup> AOC is not an educational requirement for all field-grade officers. Officers with functional area designations other than operations may complete other requirements in lieu of AOC. The focus of this document will be ILE-CC.

RC field-grade officers have fewer course options to satisfy the MEL 4 requirement as compared to their active-duty counterparts. Over five thousand RC officers enroll in ILE-CC through a Total Army School System battalion or non-resident studies each year.<sup>25</sup> Officers may choose to continue their civilian and military education after completing ILE-CC, but there is no requirement to do so. ILE-CC is the minimal educational requirement in the Officer Education System to attain the rank of colonel.<sup>26</sup> Therefore, ILE-CC represents the culminating, military, professional course for many

officers who will command units and assume other positions of increased responsibility in the RC.

Field-grade officers, supported by the Generating Force, will require relevant educational and training experiences to help them perform future missions. Graduates are expected to be competent leaders who are creative problem solvers capable of adapting to ambiguous and changing situations.<sup>27</sup> The Army's goal is that one hundred percent of officers attend ILE-CC. In order to satisfy this goal, officers can attend ILE-CC via resident instruction at Fort Leavenworth; satellite campuses at Fort Belvoir, Fort Lee, or Fort Gordon; or via distributed learning. Regardless of the venue the curriculum is the same.<sup>28</sup>

ILE-CC is conducted in resident and distance education modes and comprises 382 hours of instruction. Students cover material dealing with full-spectrum Army, joint, interagency, and multinational environments.<sup>29</sup> CGSC developed the curriculum based on data collected across the Army through studies, professional journals, and the determination of senior Army leaders to ensure relevancy. CGSC continuously updates the program of study, an average of 30 to 40 percent each year.<sup>30</sup> The current curriculum reflects the reality of the US being at war for ten years and the intent to evolve the Army institution by using a program that promotes educational excellence for future generations of field-grade officers.<sup>31</sup>

#### ILE-CC Curriculum

The ILE-CC course roadmap contains a two-hour block of instruction titled "Decisive Action: Homeland Defense (HD) and Defense Support of Civilian Authorities (DSCA)." The academic year 2011-2012 program of instruction titles the HD/DSCA block of instruction "C416T."<sup>32</sup> It is the only course of instruction that specifically covers

DSCA. HD/DSCA is presented within the Full-Spectrum Operations section of the curriculum.<sup>33</sup> To prepare for instruction students have required readings in ADP 3-0 *Unified Land Operations* and FM 3-28 *Civil Support Operations*.<sup>34</sup> Neither the student advance sheet nor the instructor lesson plan for C416T lists any suggested or additional readings.

### Assigned Readings

ADP 3-0 reading consists of the first twenty paragraphs of the document. These paragraphs describe the operational environment, the threat, and the foundations under which the Army conducts Unified Land Operations (ULO). ULO underpins current Army doctrine including DSCA. ADP 3-0 mentions operations in the homeland very briefly and there are no specific references to DSCA within the prescribed reading. CGSC should replace assigned readings in ADP 3-0 with readings that define DSCA and discuss the roles and responsibilities that accompany military support to civilian locales. ADP 3-0 is a foundational reading for Army doctrine and its contents are covered thoroughly during other parts of the ILE-CC curriculum and should not be read again in C416T.

Required readings in FM 3-28 include Chapters One and Two in their entirety and parts of Chapter Seven.<sup>35</sup> Chapter One defines key terms including “DSCA” and “civil authorities.” The first chapter presents the Constitutional basis which allows military forces to reinforce domestic civilian leaders. Chapter One outlines the role of Regular Army, USAR, and ARNG component forces to bolster civilian jurisdictions. The Chapter also details the difference between Title 10 and Title 32 duty statuses which govern the actions of federal and state military assets respectively. FM 3-28 lists the four, primary civil-support tasks and has examples of missions for each. The latter portion of the first chapter informs readers that the purpose of all military operations to



augment local first-responders is to save lives, alleviate suffering, and protect property. Chapter One reminds readers that the Army operates in an “assist” role in civil support operations and that civilian leaders set priorities. Finally, Chapter One defines DSCA end state as the point when civilian governance no longer needs military assistance.<sup>36</sup>

Chapter One of FM 3-28 is an excellent foundational chapter that defines key DSCA terms and outlines the responsibilities of AC and RC forces. CGSC should maintain Chapter One as a required C416T reading. However, the Army published FM 3-28 in August 2010 so the manual does not reflect the expanded USAR role authorized in the 2012 NDAA. This document will cover the expanded USAR contributions during DSCA operations in another section.

Chapter Two of FM 3-28 outlines the national approach to DSCA operations. The Chapter delineates U.S. domestic emergency policy and the tiered-response procedures by describing the National Incident Management System (NIMS) and the National Response Framework (NRF). Chapter Two furnishes a fairly comprehensive overview of NIMS and NRF and how the two are vital toward achieving unity of effort among all governmental and non-governmental agencies assisting civilian authorities. The Chapter does not comprehensively cover NIMS and NRF, but affords enough detail to facilitate student understanding. There is a hyperlink in Chapter Two for a FEMA website that delivers a comprehensive description of NIMS which students may view to enhance their understanding. The Chapter goes on to describe how federal domestic disaster response is a whole-of-government approach. Although brief, Chapter Two delineates the role of DHS, the United State Coast Guard, and the Departments of Justice, State, Agriculture, Commerce, Health and Human Services, Interior, and

Energy. With respect to military response to domestic disaster Chapter Two details the roles of USNORTHCOM, other combatant commands, and the Army Corps of Engineers.

Chapter Two of FM 3-28 conveys to ILE students an understanding of the planning systems utilized to unify efforts to assist civilian authorities. The second chapter of FM 3-28 exposes students to the National Planning Scenarios that guide HD/DSCA exercises which are used to estimate the abilities of locales to respond to events. This Chapter should remain in the C416T curriculum as a foundational reading for HD/DSCA. However, Chapter Three in FM 3-28, titled “Provide Support for Domestic Disasters,” is completely focused on how the Army supports local first-responders during natural disasters. CGSC should add Chapter Three to the list of required readings.<sup>37</sup>

ILE-CC students are required to read the first thirty-five paragraphs in Chapter Seven. Chapter Seven characterizes the legal considerations for HD and DSCA. Chapter Seven briefly discusses the legal responsibilities granted the President, Secretary of Defense, combatant commanders, dual-status commanders and state governors. This chapter is beneficial for students since civil-support operations present a complex and often unfamiliar legal environment for officers not experienced in DSCA. CGSC should retain the assigned readings in Chapter Seven of FM 3-28 as part of the program of instruction for C416T.

As currently formulated, the assigned readings related to DSCA are insufficient for students to gain a proper understanding of DSCA. Given that ILE-CC is very likely the last formal military education course most RC officers will receive, there are several

other documents related to DSCA that students should read. In order that students better understand the military roles and doctrinal underpinnings to reinforce civilian authorities, the list of required readings should include:

- JP 3-28, *Civil Support*
- *Homeland Security Presidential Directive (HSPD) 5*, 28 February 2003.
- *DoD Strategy for Homeland Defense and Civil Support*, June 2005.
- DoD Directive 3025.18, *Defense Support of Civil Authorities*, 29 December 2010.
- 2012 NDAA, section 515.

ILE-CC is a joint course and students would benefit from reading parts of JP 3-28, *Civil Support* as preparation for C416T. The curriculum should require students to read the section in Chapter One titled “Homeland Security Directive.” This section describes how HSPD-5 in 2003 was the nexus for the development of NIMS and NRF. The Homeland Security Directive section does repeat information contained in Chapter Two of FM 3-28. However, the Homeland Security Directive section is less than two pages long and it introduces students to HSPD-5 and highlights its importance with respect to DSCA.<sup>38</sup>

The DSCA program of instruction should also require students to read the “Interagency Coordination” section in Chapter Two of JP 3-28. DSCA operates in environments consisting of many jurisdictions. DSCA operations could include federal, state, local and tribal agencies. Borders do not constrain, resulting in the possibility that countries sharing a boundary with the U.S. could be involved in DSCA operations. Early coordination with interagency partnerships facilitates integrated operations when responding to natural disasters. Military units supporting local government officials

should be aware of legal constraints, media coverage, and competing political demands that could negatively impact mission accomplishment. U.S. government, state, and local partners may not be familiar with each other's capabilities, responsibilities, or legal constraints without requisite interagency coordination. Lack of early interagency coordination is likely to result in delays in disaster response and inefficient commitment of resources.<sup>39</sup>

RC field-grade officers completing ILE-CC should have a basic understanding of DoD policy concerning DSCA. DoD Directive (DoDD) 3025.18 establishes DSCA policy and assigns responsibilities. Paragraph 4 of the directive should be required reading within the ILE-CC curriculum.<sup>40</sup> The Paragraph directs that all states complete requests for federal military reinforcement in writing. Paragraph four lists the evaluation criteria DoD uses to evaluate DSCA requests. The Paragraph concludes with a list of authorities federal commanders possess which allow them to proffer assistance on an emergency basis. ARNG field-grade officers commanding battalions or working on military staffs will find the information in paragraph 4 of DoDD 3025.18 invaluable when advising civil leaders who face requirements that exceed the capabilities of their organic assets. ARNG field-grade officers familiar with authorities vested in federal commanders are far better able to assist civilian leaders expedite support during natural disasters.

CGSC should include Section 515 of the 2012 NDAA as required reading for C416T. Section 515 has implications for the mobilization of USAR forces that are not yet reflected in doctrine. The 2012 NDAA expanded the role of the USAR in DSCA operations. The President could not activate USAR forces for domestic natural disaster relief prior to the signing of the 2012 NDAA. The President could only activate USAR

units for operational missions to augment Regular Army formations. The 2012 NDAA now allows the Secretary of Defense to activate units and individual service members of the reserve (Army, Marine Corps, Navy and Air Force Reserve) to support domestic disasters for a period of 120 days immediately upon receiving a request from a governor.<sup>41</sup> The provisions in Section 515 increase the flexibility governors have because the USAR possesses some unique capabilities including sustainment and medical that ARNG units do not have and which governors were unable to access prior to passage of the 2012 NDAA. RC field-grade officers familiar with the implications of the 2012 NDAA will be better-informed advisors to civilian authorities.

#### Course Delivery

The C416T lesson plan prescribes a two-hour course length. The lesson author allots sixty-five minutes to instructor presentation and student discussion of HD and DSCA. The lesson developer supplied instructors with fifty-seven slides to ensure students meet the learning objectives. The lesson author does not expect instructors to display all of the slides in the allotted two hours but provides them so instructors can use them, as required, to reinforce learning objectives. The slides and notes pages contain numerous hyperlinks that give further detail on the role of agencies such as FEMA, NORTHCOM and DHS. The course author identified the ten most beneficial slides for students to gain a basic understanding of HD and DSCA in the lesson plan.<sup>42</sup>

The course author identified eleven slides as most important for instructors to ensure students achieve the learning objectives. The eleven twelve cover several, broad areas including:

- The NORTHCOM spectrum of conflict

- HSPD 5
- NRF Emergency Support Functions, two-slides
- USNORTHCOM mission
- Defense Coordination Officers (DCO)
- NRF In Action
- Types of DSCA Operations
- Provide Response in Support to a Disaster, two slides
- Legal Considerations for DSCA
- Military Duty Status

The HSPD 5 slide effectively condenses the information contained in the directive. There is a hyperlink on the slide to the FEMA webpage which contains information on the NIMS. Instructors can utilize this slide to draw students into dialogue related to their readings in FM 3-28. The slide contains a second hyperlink to HSPD 5. In accordance with the note pages, instructors can use this link at their discretion as an in-depth discussion of HSPD 5. However, as discussed earlier, HSPD 5 is not an assigned reading in the lesson so students will not have read it prior to class. HSPD 5 is a short document but there is insufficient time in the lesson plan for students to read and discuss its impact to DSCA during class. If students were required to read the directive prior to class, instructors could reinforce its relevance to DSCA operations. The talking points for the HSPD 5 slide will help students understand the importance of the directive as it relates to DSCA. CGSC should maintain this slide and its talking points in the C416T curriculum.<sup>43</sup>

The lesson author identified two NRF slides that are critical to student understanding of DSCA. These slides cover the fifteen Emergency Support Functions (ESF) listed in Chapter Two of FM 3-28. Talking points for these slides acknowledge that the only critical learning point is that DoD manages ESF 3, Public Works and Engineering. Non-DoD government agencies lead all other ESFs. The lesson author should keep the NRF-ESF slides in the package. However, the lesson author should remove the two NRF-ESF slides from the list of slides that are most critical to achieve learning objectives.

The program of instruction includes a third NRF slide. The slide demonstrates how the NRF works in response to a natural disaster. The slide graphically depicts how federal, state, local, and military leadership respond to disaster using a notional scenario in Kansas City, Missouri surrounding a hazardous material explosion. The instructor talking points affirm that students will meet C416T learning objectives if they understand the disaster “lifecycle process” depicted on this slide. The scenario is robust in that it demonstrates disaster response responsibilities and coordination to which ILE-CC students were exposed in the assigned readings. The scenario will generate learning through discussion and afford students the opportunity to see how information and concepts in assigned readings applies during a natural disaster. The scenario-driven NRF slide is the most important slide toward achieving learning objectives and should remain in the curriculum.

The lesson author includes a slide titled “USNORTHCOM Mission” in the lesson plan and identified it as a critical slide for students to meet the learning objectives. The speaker notes for this slide describe the role USNORTHCOM and its subordinate

elements perform in DSCA operations. ILE-CC graduates will benefit from exposure to the USNORTHCOM responsibilities in disaster-relief operations. CGSC should retain this slide in the lesson plan and present it to students.

The author highlights one slide that covers the types of DSCA operations. The DSCA operations slide is vital for students to achieve learning objectives. However, the talking points tell instructors to show the slide only if there is sufficient time. The lesson author intends that instructors use the DSCA operations slide as a practicum. The practicum breaks students into small groups to research one of the four types of DSCA operations and present their findings to the staff group. FM 3-28 covers the four types of DSCA operations between Chapters Three and Six. However, the student advance sheet does include them as assigned readings.<sup>44</sup> CGSC should require instructors to use the DSCA operations practicum since there is no other opportunity in the lesson for students to research and apply new information during the course.

The lesson author identified two slides titled “Provide Support in Response to a Disaster” to inform students of the two circumstances under which DoD renders aids to local and state governments. Governors can solicit DoD support in writing or commanders can respond to domestic issues involving loss of life and property under their own authority. The lesson author indicates that ILE-CC students must understand these two circumstances to meet learning objectives in C416T. The two slides contain notes pages that explain conditions to request DoD assistance. However, the lesson author acknowledges that covering the subject requires more time than the block of instruction allocates. CGSC should require that the DSCA curriculum include these two slides in the DSCA block of instruction. ILE-CC graduates must understand the precise



methods to seek additional military augmentation when requirements exceed ARNG capacity. Moreover, civilian leaders expect the military to deliver continuous support in the aftermath of natural disasters. RC ILE-CC graduates who understand how to ask for federal military augmentation will be better prepared to present options to the civilian leaders whom they advise.

The course author determined that understanding legal considerations in DSCA operations are vital to ILE-CC student achievement of learning objectives. There is one slide in the lesson plan that includes links to several other slides that describe the Stafford Act, Posse Comitatus Act, Insurrection Act, Economy Act, and Title 10 United States Code. The lesson author dictates that instructors present all five legal consideration slides to students. The DSCA operating environment involves a potentially large number of jurisdictions. ILE-CC graduates familiar with legal considerations are better able to apply the military element of national power within the constraints of the law during domestic disasters.

The lesson author includes a slide titled Military Duty Status in the lesson. The C416T lesson plan indicates that the Military Duty Status slide is vital to help students achieve the learning objectives. The slide depicts the difference between Title 10; Title 32, State Active Duty; and Reserve status. Assigned FM 3-28 readings expose students to the information contained on this slide. The slide presents the differences in the military duty statuses in a matrix that is easy for students to comprehend. This slide should remain in the DSCA lesson plan.

The current lesson plan does not contain any information regarding the changes resulting from the 2012 NDAA. CGSC should add one slide to the C416T lesson plan

that outlines the changes regarding mobilization of the USAR to provide disaster relief. The additional slide would complement the recommended, additional reading of section 515 of the NDAA.

#### Additional Recommendations

The lesson author developed C416T as a two-hour block of instruction; however, the lesson plan sends instructors a confused message. There is a disparity between required content, as dictated by the course author, and time allocated to facilitate the lesson. The course developer leaves instructors to determine which critical content to administer students and which content to omit. Given the unlikelihood that all ILE-CC instructors will omit the same content, the RC field-grade officers attending the course will not receive consistent DSCA information. To alleviate this dilemma and present all information the course developer determines as vital, CGSC should allocate two hours in the curriculum for DSCA.

As currently configured, the two-hour course covers HD and DSCA. The allotted two-hour period is not sufficient time to cover the information adequately in the lesson plan. The DSCA section alone requires two hours to allow instructors to utilize information provided by the course author and to ensure students achieve the learning objectives. Implementing DSCA as a two-hour block gives instructors an opportunity to incorporate the assigned readings, complete the practicum covering the types of DSCA operations and discuss the legal implications facing RC field-grade officers when supporting civilian authorities in disaster-relief operations.

CGSC should remove the C134 Coaching and Student Feedback from the course roadmap in order to create the additional block of instruction for DSCA in the ILE-CC curriculum.<sup>45</sup> C134 is allocated one and a half hours in the curriculum and

allows instructors time to provide student feedback and mentoring on written assignments, class participation and individual development plans. Instructors provide feedback to students frequently throughout ILE-CC and do not require specific time on the curriculum to perform this task. Removing C134 from the curriculum provides CSGC with an additional ninety minutes for DSCA instruction without increasing the length of ILE-CC. If CGSC is not able to increase the time allocated for the DSCA block in the program of instruction, it should expand the required reading to include the documents listed on page eleven of this paper. Expanding the required reading exposes students to vital DSCA-related information that RC field-grade officers can reference when supporting DSCA operations in the future.

### Conclusion

The Nation expects and civilian leaders demand that our Army, led by educated field-grade officers, be prepared to respond to domestic natural disasters. Atmospheric and population migration data indicate that there is an increased likelihood of destructive storms in the U.S. which will impact larger numbers of people and overwhelm the capabilities of local governments. Civilian authorities will require the military to bolster the capabilities of their first-responders. RC field-grade officers lead forces providing the preponderance of military support during such disasters. Most RC field-grade officers complete their professional military education upon graduating ILE-CC. Therefore, ILE-CC is the ideal time and venue for training RC field-grade officers in the basics of DSCA and in its nuances.

Changing weather patterns and U.S. coastal migration will result in more frequent impacts to human life and property. Civilian authorities will require the aid of state and federal military forces during recovery from domestic natural disasters. As the

requirement for military reinforcement for natural-disaster response escalates, the active Army will have fewer forces with which to respond. The active Army will reduce its size to 490,000 by 2017, necessitating reliance on the RC. More frequent storms and fewer active-duty forces combine to indicate DSCA operations are a growing mission area for the RC in the future. The continued optimization of ILE-CC to include additional DSCA content is vital to preserve the ability of the RC to assist with domestic natural disaster-relief as destructive storms become more prevalent in the future.

Local, tribal, and State governments all have responsibilities in disaster recovery. Preparing field-grade officers for DSCA as part of their professional military education improves the coordination and unity of effort with civilian authorities in the wake of natural disasters. Investing in the DSCA education of RC field-grade officers is an investment in the future of the nation, especially given limited fiscal resources. Domestic natural disasters such as hurricane Katrina and super storm Sandy have demonstrated that, although disasters occur in specific areas, they have national consequences that impact all Americans. Field-grade officers prepared to employ the unique capabilities of the RC will prove to be vital to the nation's resiliency after disasters.<sup>46</sup>

## Endnotes

<sup>1</sup> U.S. Department of Defense, "Mission," <http://www.defense.gov/about/#mission> (accessed December 10, 2012).

<sup>2</sup> U.S. Department of the Army, *Civil Support Operations*, Field Manual 3-28 (Washington DC: U.S. Department of the Army, August 20, 2010), 1-1.

<sup>3</sup> Department of Defense Directive, Number 3025.18, "Defense Support of Civil Authorities (DSCA)," December 29, 2010, Incorporating Change 1, September 21, 2012, (Washington, DC: Department of Defense, September 2012), 16.

<sup>4</sup> Federal Emergency Management Agency, "Definitions," <http://www.fema.gov/national-flood-insurance-program/definitions> (accessed 12 Dec, 2012).

- <sup>5</sup> National Defense Authorization Act of 2012, sec 515 (a).
- <sup>6</sup> U.S Department of the Army, *The Army Lawyer*, Department of the Army Pamphlet 27-5-04-3 (Washington, DC: U.S. Department of the Army, December 2006), 3.
- <sup>7</sup> Samuel P. Huntington, *The Soldier and the State: The Theory and Politics of Civil-Military Relations* (Harvard University Press, 1957), 144.
- <sup>8</sup> Gaines M. Foster, *The Demands of Humanity: Army Medical Disaster Relief*, (Washington D.C., Center of Military History, 2000), 16.
- <sup>9</sup> Federal Emergency Management Agency, *Publication 1*, (Washington, DC: Federal Emergency Management Agency, November 2010), 5.
- <sup>10</sup> *Ibid.*, 7.
- <sup>11</sup> U.S. Northern Command, History, [http://www.northcom.mil/About/history\\_education/history.html](http://www.northcom.mil/About/history_education/history.html), (accessed January, 6 2013).
- <sup>12</sup> Tom Ross and Neal Lott, *A Climatology of 1980-2003 Extreme Weather and Climate Events*, National Climatic Data Center Technical Report No. 2003-01, (December 2003):7.
- <sup>13</sup> Franks Hobbs and Nicole Stoops, *Demographic Trends in the 20<sup>th</sup> Century*, Census 2000 special reports, US Census Bureau, (CENSR-4). A-6.
- <sup>14</sup> William Donner and Havidan Rodriguez, *Population Migration and Inequality: The Influence of Demographic Changes on Disaster Risk and Vulnerability*, Oxford Journals, Oxford University Press. Social Forces, University of North Carolina Press, 1090
- <sup>15</sup> Ross and Lott, "A Climatology of 1980-2003 Extreme Weather and Climate Events," 7.
- <sup>16</sup> Eric S. Blake and Ethan J. Gibney, *The Deadliest, Costliest, and Most Intense United States Tropical Cyclones from 1851 to 2010*, NOAA Technical Memorandum NWS NHC-6, (Aug 2011): 6.
- <sup>17</sup> Martin E. Demsey, *Sustaining U.S. Global Leadership: Priorities for 21<sup>st</sup> Century Defense*, (Washington DC, Department of Defense, January 2012), 30.
- <sup>18</sup> U.S. Northern Command, "Federal Family and Partners Continue to Support States Impacted by Sandy" <http://www.fema.gov/news-release/2012/11/11/federal-family-and-partners-continue-support-states-impacted-sandy> (accessed December 21, 2012).
- <sup>19</sup> Leon Panetta and Martin E. Demsey, *Defense Budget Priorities and Choices*, (Washington DC, Department of Defense), 12.
- <sup>20</sup> John M. McHugh and General Raymond T. Odierno, *The Nation's Force of Decisive Action: A Statement on the Posture of the United States Army, Fiscal Year 12*, Posture Statement presented to the 112<sup>th</sup> Cong., 2<sup>nd</sup> sess. (Washington, DC: U.S. Department of the Army, 2012), 1,11.

<sup>21</sup> U.S. Department of the Army, *The Army Profession: After More than a Decade of Conflict* (Washington, DC: U.S. Department of the Army, 2012), 13.

<sup>22</sup> U.S. Department of the Army, Command and General Staff College, "Mission" <http://www.cgsc.edu/about.asp>, (accessed December 10, 2012).

<sup>23</sup> Ibid.

<sup>24</sup> U.S. Department of the Army, *Institutional Leader Training and Education*, TRADOC Regulation 350-10, (Washington DC: U.S. Department of the Army, August 12, 2002), 37.

<sup>25</sup> Jack D. Kem, "The Use of Case Studies as an Integrating Approach in Professional Military Education: A Pilot Study," <http://www.usca.edu/essays/vol182006/kem.pdf> (accessed February 2, 2013).

<sup>26</sup> U.S. Department of the Army, *Promotion of Commissioned Officers and Warrant Officers Other than General Officers*, Army Regulation 135-155 (Washington DC: U.S. Department of the Army, July 13, 2004), 9.

<sup>27</sup> Volney J. Warner and James H. Wilbanks, "Preparing Field Grade Leaders for Today and Tomorrow," *Military Review* 86. no. 1, (Jan-Feb 2006), 105.

<sup>28</sup> Army Announces optimization of ILE, Sep 24, 2012. Office of Chief of Public Affairs.

<sup>29</sup> U.S. Department of the Army, Command and General Staff College Mission statement.

<sup>30</sup> Warner and Wilbanks, "Preparing Field Grade Leaders for Today and Tomorrow," 108.

<sup>31</sup> Command and General Staff School, "Leader Development and Education Catalog," <http://usacac.army.mil/cac2/cgsc/repository/350-1.pdf> (accessed 6 Feb 2013).

<sup>32</sup> Command and General Staff School, "ILE Academic Year 11-12 Total Army School System Course Common Core Course Map", Revised: 6 June 2012 V3 [https://blackboard2.leavenworth.army.mil/webapps/portal/frameset.jsp?tab\\_tab\\_group\\_id=\\_2\\_1&url=%2Fwebapps%2Fblackboard%2Fexecute%2Flauncher%3Ftype%3DCourse%26id%3D\\_482\\_1%26url%3D](https://blackboard2.leavenworth.army.mil/webapps/portal/frameset.jsp?tab_tab_group_id=_2_1&url=%2Fwebapps%2Fblackboard%2Fexecute%2Flauncher%3Ftype%3DCourse%26id%3D_482_1%26url%3D), (accessed 22 November 2012).

<sup>33</sup> Robert Govern, "Homeland Defense and Civil Support Operations," *Intermediate Level Education Lesson Plan* (Fort Leavenworth, KS: Command and General Staff College, July 2010), 1.

<sup>34</sup> Command and General Staff College, *Intermediate Level Education Common Core Advance Sheet, Decisive Action: Homeland Defense and Defense Support of Civil Authorities*, (Fort Leavenworth, KS: add date), 2.

<sup>35</sup> Ibid.

<sup>36</sup> U.S. Department of the Army, *Civil Support Operations*, Field Manual 3-28, 1-18.

<sup>37</sup> Ibid., 3-1.

<sup>38</sup> Department of Defense, *Civil Support*, Joint Publication 3-28, (Washington DC: Department of Defense, 14 September 2007), I-6.

<sup>39</sup> *Ibid.*, II-21.

<sup>40</sup> Department of Defense Directive 3025.18, “Defense Support of Civil Authorities (DSCA),” December 29, 2010.

<sup>41</sup> National Defense Authorization Act of 2012, sec 515 (a).

<sup>42</sup> Command and General Staff College, *Intermediate Level Education Common Core Lesson Plan, Decisive Action: Homeland Defense and Defense Support of Civil Authorities*, (Fort Leavenworth, KS: February 2012), 6.

<sup>43</sup> President George H. Bush, “Homeland Security Presidential Directive 5,” 28 February 2003, Office of the Press Secretary, The White House.

<sup>44</sup> Command and General Staff College, *Intermediate Level Education Common Core Advance Sheet, Decisive Action: Homeland Defense and Defense Support of Civil Authorities*, 2.

<sup>45</sup> Command and General Staff School, “ILE Academic Year 11-12 Total Army School System Course Common Core Course Map”, 6 June 2012.

<sup>46</sup> U.S Department of Homeland Security, *Quadrennial Homeland Security Review Report: A Strategic Framework for a Secure Homeland*, (Washington, DC: U.S. Department of Homeland Security, February 2010), 59-64.

